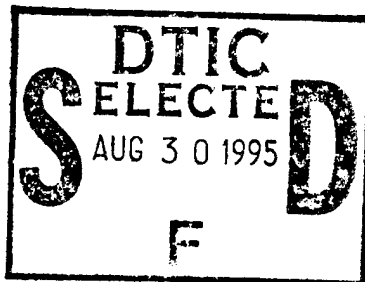


PROFESSIONAL MILITARY COMPTROLLER SCHOOL



## IDEA PAPER

TITLE

**Why Fiscal Law and Contracting Should be added to Field Manual 14-6, Resource Management Operations**

AUTHOR

**Lloyd W. Marshall**

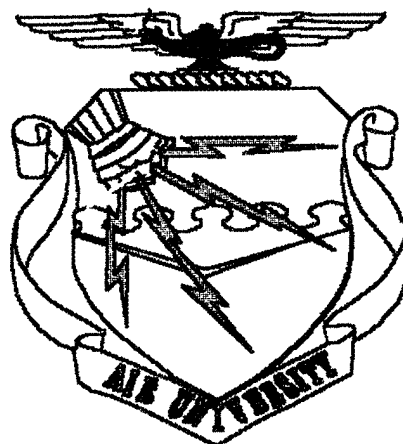
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## PMCS IDEA PAPER

TITLE: Why Fiscal Law and Contracting Should Be Added to  
Field Manual 14-6, Resource Management Operation.

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### EXECUTIVE SUMMARY

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Resource management is a complex occupation that requires aptitude in many fields. Resource managers play an important role in the commanders ability to carry out his fiduciary responsibilities. Field Manual 14-6 provides a lot of information on Army resource management and should describe the processes for accomplishing resource management support for Army operations. This paper discusses two areas that the field manual fails to address sufficiently; fiscal law and contracting. It concludes with the recommendation that the manual be revised to add more detailed information in both areas. The added information should provide Army resource managers a solid base of knowledge in contracting and fiscal law.

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## INTRODUCTION

Completely engrossed in putting together a Finance Support Team and preparing them to deploy within the next 72 hours, I was tasked to fill in for the Director of Resource Management (DRM). The DRM had to depart on emergency leave as the Berlin Brigade prepared to deploy. The elite light fighters of the Berlin Brigade had been tasked to augment the United Nations Protection Forces in the Former Republic of Macedonia. The brigade had an illustrious history dating back to 1945, when it received the mission to protect the city of Berlin, Germany after World War II. The brigade had an outstanding reputation and was often tasked to serve as USAREUR's rapid deployment force. Tension was high as the commanders and staff prepared to conduct their first pre-deployment briefing for the Macedonia mission. I scurried through the security checks and found the G2's (intelligence) conference room where the briefing was being held. I listened attentively as each staff member briefed their area of the operation. The executive officer, who was in charge of the pre-briefing, asked very pointed questions of each briefer to ensure that all aspects were covered. When the G4's (logistician) turn came to brief, I noticed some uneasiness as he began to discuss his "issues" slide. The G-4 then looked at me as if to say "I sure hope you have gotten an answer for this one." He started by saying that painting had begun on all of the bradley fighting vehicles, but he did not have the funds to complete the job

and order all of the other necessary supplies. The room seemed to get completely quiet as everyone turned their heads to look at me for the answer to this potential "show stopper." What should my answer have been?. Had I done my homework subsequent to the meeting?. Did I think of everything?.

This scenario is not unusual for many people who are involved with deployments. Declining resources and the ever increasing complexity of Army missions has caused many changes in the way we train, equip, deploy and sustain soldiers. Resource Managers play a key role during deployments as in other Army operations. Resource Managers must be prepared to provide seamless support throughout military operations.

Field Manual 14-6 is the closest document that Army Resource Managers have to guide them through the complexities of resource management. This manual is meant to serve as a single source for Army resource management doctrine. Additionally, it is supposed to describe resource management functions and responsibilities, and the process for accomplishing resource management support for Army operations. My experience from the Macedonia operation and the Prairie Warrior exercise leads me to believe that the manual does not adequately address the process of providing resource management support for Army operations. Field Manual 14-6 should be revised to provide critical and more detailed information that resource managers need when

participating in contingency operations. The manual should be expanded to include procedures dealing with fiscal law and contracting. I would have found the manual more helpful had it truly been a single source document for resource management.

### **DISCUSSION**

Many resource management functions are embedded in Fiscal law. As such, Army resource managers are key players in Congress ability to exercise its constitutional power over military spending. Fulfilling our role as staff officers, Army resource managers are responsible for the stewardship of monetary and manpower resources. More specifically, we help commanders ensure that the purpose of the expenditure is proper; the obligation occurs within the required time limits; and that the obligations do not exceed the amounts that were established.

My resource management experiences from the Macedonia operation provided me with detailed insights on the criticality of understanding fiscal law. Resourcing the US forces stationed in Berlin was unique because it was based on the Berlin Tariff Agreement. The Berlin Tariff Agreement was an agreement signed by official American and German government representatives. It established that most of the funding required by the US forces stationed in Berlin was provided by the German government. In general terms, the expenses for which the funds were provided must be in connection with the US Forces mission; defending the city of

Berlin. Therefore, even though funds were available we could not use them for the Macedonia operation. We had a small amount of funds that could be used, but, they were not in sufficient quantities or categories to support this contingency operation. It will be of great benefit for Army resource managers to have a single document that they can refer to which addresses fiscal law issues.

Field Manual 14-6 should be revised to include more information on fiscal law. Currently, the manual contains three paragraphs that talks about the legal basis for resource management with little details on purpose, time, and amount considerations. The manual should have a chapter added that addresses only fiscal law. The chapter should contain information on funding and it's applicability as to purpose and the availability of time and amount. It should also address "necessary expense rule" as it relates to the purpose of funds. Finally, the chapter on fiscal law should provide examples and outline prohibitions surrounding fiscal law.

A large amount of resource management involves contracting. For this reason, it is imperative that resource managers have adequate knowledge in this area. Contracting played a key role with the Macedonia operation and the Prairie Warrior exercise. In Macedonia, there were many instances where the commander had requirements that could not be met by the supply system. One instance involved establishing a formidable force protection plan.



The commander needed "tiger teeth" to serve as barriers to protect the compound. Contracting was the best way the commander could accomplish his mission. There were also scenarios in the Prairie Warrior exercise that required units to have needs outside the supply channels. During Prairie Warrior many needs were met by using the Logistic Augmentation Program (LOGCAP). In situations where LOGCAP and the supply system are not able to fulfill the commander's requirements, contracting is the best method of resourcing the forces.

Field manual 14-6 discusses contracting in a section of the manual entitled "Issues of Special Interest". Although the information is somewhat helpful, the manual should be revised and go into much more detail on "how" a resource manager should involve him/herself in the procurement process. The manual falls short when it states that resource managers should enforce the policies and procedures for unit procurements outside normal supply channels based on standard operating procedures. The manual should outline some of the basic requirements that allow units to procure items outside the normal channels. The manual should discuss appointments and appointment documentation for contracting and ordering officers.

#### **CONCLUSION**

Resource Management is a complex occupation that requires aptitude in many fields. We play an important part in the commanders ability to carry out his/her fiduciary

responsibilities. As a result, many senior resource managers emphasize the importance of skillful stewardship. In today's environment where forces must be projected into an area of operations, resourcing is often innovative. Resource managers must be flexible and possess knowledge of fiscal law and contracting. Armed with this knowledge, resource managers can provide better quality advice to commanders.

Field Manual 14-6 provides a wealth of information for Army resource managers. It is meant to serve as a single source document for much of the information that Army resource managers need to know. I believe that fiscal law and contracting are so important to the resourcing mission that additional information should be added to the manual in these areas. Without a complete understanding of fiscal law, resource managers are more likely to make decisions resulting in a legal violation. Additionally, resource managers who know and understand the laws are a greater asset to the commander when innovation is required. Contracting requirement use a tremendous amount of resourcing dollars. For this reason alone, resource managers should know as much as possible about contracting. Field Manual 14-6 contain some information on contracting but neglects to discuss some key areas. Without a solid understanding of contracting, resource managers may not be able to advise the commander of all the options available to accomplish his mission. Resource managers must be

knowledgeable to be effective! We are in need of a true single source document.

#### **RECOMMENDATION**

I recommend that the Office of the Secretary of the Army (FM&C) revise Field Manual 14-6, Resource Management Operations. It should be revised to add detailed information on fiscal law and contracting. Information on fiscal law should outline funding applicability as to purpose and the availability of time and amount. Additionally, the field manual should delineate some of the basic requirements that allow unit procurements outside normal supply channels. The added information should provide resource managers in the field with a solid base of knowledge in these two areas.

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